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The United Nations Global Counter-Terrorism Strategy

United Nations Global Counter-Terrorism Strategy: activities of the United Nations system in implementing the Strategy

Report of the Secretary-General

I. Introduction

1. Terrorism is an attack against humankind and a heinous tactic adopted by cowards. By its landmark resolution 60/288 of 8 September 2006, the General Assembly adopted the United Nations Global Counter-Terrorism Strategy, which, for the first time, united all 192 Member States behind a common strategic framework. They agreed to take a set of concrete measures to address terrorism in all its aspects. By this action, all Governments conveyed the same critical message: terrorism is never justifiable, whether on political, philosophical, ideological, racial, ethnic, religious or any other grounds.

2. The Strategy has identified four pillars of action:

(a) Measures to address the conditions conducive to the spread of terrorism;

(b) Measures to prevent and combat terrorism;

(c) Measures to build State's capacity to prevent and combat terrorism and to strengthen the role of the United Nations system in that regard;

(d) Measures to ensure respect for human rights for all and the rule of law as the fundamental basis for the fight against terrorism.

The Strategy contains more than 50 practical recommendations and provisions that outline an ambitious agenda for at least the next decade.

3. While the principal responsibility for implementing the Strategy falls on Member States, some provisions call on the United Nations system to provide support. The present report responds to the invitation from Member States to the Secretary-General, contained in General Assembly resolution 60/288, "to contribute

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to the future deliberations of the General Assembly on the review of the implementation and updating of the Strategy" to a follow-up request "to provide information on relevant activities within the Secretariat to ensure overall coordination and coherence in the counter-terrorism efforts of the United Nations system", (see General Assembly resolution 62/71), and to a letter from the President of the General Assembly dated 16 May 2008, inviting the Secretary-General to provide a written report to the General Assembly on the activities of the United Nations system in implementing the Strategy.

4. Since the adoption of the Strategy, the United Nations system has contributed to the implementation of the Strategy in two ways. First, departments, specialized agencies, funds and programmes have taken action within the rubric of their own workplans, both individually and in partnerships. Second, 24 entities of the United Nations system and Interpol have collaborated through the Counter-Terrorism Implementation Task Force (see the annex to the present report for a list of Task Force members).

5. The Task Force was established by the Secretary-General in July 2005 to ensure overall coordination and coherence in the counter-terrorism efforts of the United Nations system. The Task Force works to achieve this goal in two ways. First, Task Force entities are now sharing information about activities undertaken or planned within their own mandates, creating opportunities for increased collaboration. The United Nations system, through the Task Force, has filled an important gap: providing a forum for discussing strategic issues and coordinating action. Second, the Task Force has created working groups consisting of Task Force entities that are undertaking joint programmes of work. Nine working groups currently exist in areas that can benefit from engagement by more than one United Nations entity. Existing working groups have been established in line with deliverables identified in the Strategy that require inputs from across the United Nations system (see the annex for the working group membership).

6. The present report provides highlights of the efforts of the United Nations system to support implementation of the Strategy, both through its individual departments, specialized agencies, funds and programmes and through the Task Force. In looking forward, it suggests some measures on how the Task Force can further contribute to Strategy implementation.

7. The report provides a partial picture of Strategy implementation to date. The full picture of progress will not emerge until the review of progress in the implementation of the Strategy in the General Assembly in September, when Member States will report on their activities. At that time, Member States will be able to assess achievements to date and identify areas that need our collective renewed attention and enhanced efforts.

II. Measures to address the conditions conducive to the spread of terrorism

8. In the Strategy, Member States resolve to address the conditions conducive to the spread of terrorism, by strengthening existing programmes on conflict prevention, negotiation, mediation, conciliation, peacekeeping and peacebuilding. They further place an added emphasis on initiatives that promote inter-religious and

intercultural tolerance, reduce the marginalization of vulnerable populations, such as the youth, and promote social inclusion. The Strategy highlights the link between the traditional development agenda: poverty reduction, social development, rule-of-law programmes and the fight against terrorism. Finally, in this part of the Strategy, Member States note the importance of addressing the needs of victims through the adoption of national and regional systems of assistance.

9. Within the United Nations system, the Department of Political Affairs, the United Nations Development Programme (UNDP), the United Nations Educational, Scientific and Cultural Organization (UNESCO), and the Department of Peacekeeping Operations have contributed to the implementation of the work outlined in the first pillar, as have the three Task Force working groups on preventing and resolving conflicts, on supporting and highlighting victims of terrorism, and on addressing radicalization and extremism that lead to terrorism.

10. As the lead United Nations department for peacemaking and preventive diplomacy, the Department of Political Affairs has a wide range of activities to reduce violent conflicts around the world. Since the adoption of the Strategy, it has established the United Nations Regional Centre for Preventive Diplomacy for Central Asia. The Centre, which began its operations in June 2008, assists the Governments of Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan in responding more proactively to cross-border challenges and threats such as terrorism, drug trafficking and organized crime. The Centre will work with Governments to build national capacities for prevention and dialogue, and will catalyse international support behind projects and initiatives. It works closely with existing United Nations agencies and programmes operating in Central Asia, and with regional groups such as the Organization for Security and Cooperation in Europe, the Commonwealth of Independent States and the Shanghai Cooperation Organization.

11. The Department of Political Affairs has also made efforts to promote a culture of peace, justice and human development, ethnic, national and religious tolerance and respect for all religions, religious values, beliefs or cultures, as called for in the Strategy. In November 2007, the Department of Political Affairs organized, with the Islamic Educational, Scientific and Cultural Organization of the Organization of the Islamic Conference, the International Conference on Terrorism: Dimensions, Threats and Countermeasures. The event, held in Tunis in collaboration with the Government of Tunisia, was also designed to promote closer collaboration between the United Nations and regional organizations in the fight against terrorism. Participants included more than 200 political, governmental, religious and other leaders from the Middle East, North Africa Europe, and South-East Asia.

12. UNESCO supports programmes and initiatives that advance human rights and respect for diversity; foster dialogue and tolerance among civilizations, cultures and peoples; and promote tolerance, mutual knowledge and respect. UNESCO events, such as the recent meeting on the theme "Youth at the crossroads: a future without violent radicalization", organized under the auspices of the Crown Prince of the Kingdom of Bahrain, in Manama, bring together non-governmental organizations, foundations, the private sector, local, regional and national governments to discuss and showcase best practices.

13. In October 2007, UNESCO adopted a medium-term strategy for 2008-2013 that identified the theme "Fostering cultural diversity, intercultural dialogue and a

culture of peace" as one of its five overarching themes. In January 2008, UNESCO and the Alliance of Civilizations signed a memorandum of understanding to promote joint programming and cooperation on outreach activities.

14. Absence of the rule of law and lack of good governance are also identified in the Strategy as conditions conducive to the spread of terrorism. In the period after the approval of the Strategy both UNDP and the Department of Peacekeeping Operations scaled up their engagement in these areas.

15. In the past year, 90 countries received support from UNDP for the rule of law, access to justice and human rights. Programme funding more than doubled between 2004 and 2007, from $65 million to $140 million, respectively. UNDP has prepared two programmes on the theme "Global rule of law and justice", which focus on institution-building and capacity development at the national level; one focuses on conflict and post-conflict situations and the other on the transition from post-conflict to long-term development and non-crisis scenarios. UNDP is also introducing new activities based on the recommendations of the Commission on Legal Empowerment of the Poor, an initiative that focuses on the link between poverty and governance and the interplay between the law and economic developments.

16. Support for the rule of law and access to justice programmes are part of the broader mandate of UNDP in democratic governance that focuses on inclusion and participation, and responsive and accountable governing institutions. Through its development programme, UNDP supports anti-corruption initiatives, civil society strengthening, local development, media training, electoral support, and capacity-building of administrative and parliamentary bodies. This area of work reached a global financial volume in 2007 of $1.4 billion.

17. The Department of Peacekeeping Operations seeks to reduce opportunities for terrorists to support and sustain their activities using criminal means in politically fragile environments. It pursues this goal through a wide range of programmes designed to ensure the adoption of effective, fair and accountable criminal justice systems, the promotion of public safety, and the establishment of the rule of law.

18. The working group on preventing and resolving conflicts has undertaken efforts to integrate counter-terrorism objectives into the long-standing work conducted by the United Nations system on the prevention and resolution of armed conflict. To date, the working group has drafted initial guidance on counter-terrorism for use by the envoys and Special Representatives of the Secretary-General and other peacemakers. The guidance: (a) discusses the relevance of terrorism and counter-terrorism to the work of United Nations peacemakers in conflict situations; (b) lays out existing international legal and strategic guidelines on counter-terrorism for reference by United Nations peacemakers, i.e., the 16 universal instruments on counter-terrorism, as well as the body of General Assembly and Security Council resolutions adopted in the past 15 years with direct implications for peace negotiations; (c) points out terrorism-related factors that United Nations peacemakers may take into consideration in peace negotiations or peace agreements; and (d) underlines the security implications of terrorism for United Nations missions, especially mediation efforts that may be seen as potential targets and highly visible ones.

19. Since the completion of the guidance, the Task Force has not undertaken any new initiatives through this working group. There seems to be some interest among Member States to reactivate the working group to look at a broader range of conflict-related programming.

20. The Task Force, through its working group on addressing radicalization and extremism that lead to terrorism, is also examining the nexus of the eight conditions conducive to the spread of terrorism outlined in the Strategy. The working group is exploring, with Member States, the question why is it that, faced with similar conditions as many others, a small minority of people embrace terrorism.

21. The working group has facilitated a comprehensive mapping of policies implemented and actions taken by Member States in all regions, and activities or projects carried out by regional organizations and civil society to counter violent extremism and terrorism. To date, around 30 Member States have provided information on their national programmes and projects related to these subjects. In September 2008, the working group aims to report on these views and experiences and provide a summary of options that States could consider integrating into their national and regional de-radicalization strategies. The hope is that Member States, especially those subject to the threat of terrorism but lacking comprehensive and effective policies to counter it, can learn from the experiences and practices of other States.

22. The Task Force, through its working group on supporting and highlighting victims of terrorism, aims to put a human face to the scourge of terrorism and highlight the steps being taken to build solidarity with and support for victims. The working group is helping to organize a symposium on supporting victims of terrorism, which the Secretary-General plans to convene this year. The symposium will provide an opportunity for Member States to share with one another their experiences and best practices in supporting victims, for victims to voice their needs and views, and for dialogue among Member States, victims and civil society. All Member States and regional and subregional organizations are invited to participate. Other invitees will include victims, experts and civil society.

23. The Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism has emphasized the importance of long-term work for the enjoyment of all human rights and of doing justice to victims of terrorism as important elements in building societies without terrorism. For instance, through country visits to Turkey (2006) and Spain (2008), the Special Rapporteur identified areas of best practice in the work among victims. In a report on a mission to Israel, including visits to the Occupied Palestinian Territory (2007), and in a separate thematic report to the Human Rights Council (2007), he explored the role of promoting economic, social and cultural rights in addressing conditions conducive to the spread of terrorism (see A/HRC/6/17/Add.4).

III. Measures to prevent and combat terrorism

24. The Strategy recognizes that terrorists need both the means to carry out their attacks and a set of high value targets. The Strategy calls for various actions that Member States can take to deny terrorists access to resources. It also calls for action to protect particularly vulnerable targets.

25. Since the adoption of the Strategy, the United Nations system has supported the work of Member States in three main ways: helping to draft legal instruments and guidelines that establish standards for preventative action; compiling rosters and databases that help centralize information about resources available to both prevent and respond to terrorist acts; and, when requested, providing assessments of existing counter-terrorism capacities of Member States.

26. The Office of Legal Affairs of the Secretariat, the International Atomic Energy Agency (IAEA), the International Civil Aviation Organization (ICAO), the International Maritime Organization (IMO) and the World Bank have been key contributors to the development of legal instruments, standards, recommendations and guidance that can assist in countering terrorism.

27. The Office of Legal Affairs has been providing extensive support to the Ad Hoc Committee established by General Assembly resolution 51/210 of 17 December 1996, which is drafting a comprehensive convention on international terrorism. While significant progress has been made, there is still some disagreement among Member States regarding the scope of the convention. Attempts will be made to resolve the disagreement in the Sixth Committee during the sixty-third session of the General Assembly.

28. The International Convention for the Suppression of Acts of Nuclear Terrorism entered into force on 7 July 2007. As of 25 June 2008, only 40 States were parties to the Convention. The number of parties to the Convention on Physical Protection of Nuclear Material was 136 as of May 2008. However, only 15 States have ratified or acceded to the 2005 Amendment. IAEA is actively promoting adherence to the Convention and its 2005 Amendment, and to the International Convention for the Suppression of Acts of Nuclear Terrorism, through various nuclear security missions, training events, conferences and workshops related to Security Council resolution 1540 (2004). Unfortunately, none of the existing global counter-terrorism instruments enjoy universal participation, although the number of State parties has been increasing.

29. ICAO has also been working to strengthen the international legal regime against terrorism. Responding to the recommendations of the Strategy that legislative and administrative measures be taken to implement counter-terrorist travel practices, the ICAO Legal Committee has prepared two draft conventions relating to compensation for damage caused by aircraft to third parties arising from acts of unlawful interference or from general risks. The former includes a proposal for the establishment of a supplementary compensation mechanism. ICAO has also drafted two treaties designed to update existing aviation security conventions by addressing new and emerging threats, such as the use of a civil aircraft as a weapon and the use of biological, chemical and nuclear substances for the purposes of attacks.

30. Following an alleged terrorist plot against civilian aircraft over the North Atlantic, in August 2006, ICAO approved additional recommended security control guidelines for the screening of baggage for immediate implementation by States. In order to enhance border control security, ICAO published a Supplement to Document 9303, Part 1, Machine Readable Passports, and established the Public Key Directory as an essential component of the "ICAO Blueprint" for the issuance of ePassports. The ICAO Aviation Security Panel continues to work on the

Standards and Recommended Practices to the Convention on International Civil Aviation, to address the new and emerging threats to civil aviation.

31. IMO has worked on developing legal instruments and adopting standards aimed at protecting international transport from terrorist activities. IMO adopted mandatory measures to enhance maritime security under the 1974 International Convention for the Safety of Life at Sea (SOLAS) and the International Ship and Port Facility Security Code. These have been implemented by 158 Member States, representing 99 per cent of the world's merchant fleet (around 40,000 ships) engaged in international voyages. Close to 10,000 port facilities have their security plans developed and approved. Through the adoption of amendments to SOLAS in 2006, IMO is currently implementing a new mandatory long-range tracking and identification system to permit the tracking of ships globally.

32. As custodian of the United Nations Convention against Transnational Organized Crime and its three protocols, the United Nations Office on Drugs and Crime has continued to assist Member States with the ratification and implementation of these instruments. It has helped countries to use the provisions of the Convention and its protocols to address terrorist activities through domestic criminal law, to adopt new frameworks for mutual legal assistance, and to facilitate extradition, law enforcement cooperation, technical assistance and training.

33. The Strategy calls on the Security Council Committee established pursuant to resolution 1267 (1999) to strengthen the effectiveness of the United Nations sanctions regime against Al-Qaida and the Taliban, while ensuring that measures taken or policies adopted comply with high standards of transparency and accountability. The Security Council has accepted recommendations from the 1267 Committee Monitoring Team designed to help States combat crimes that might be connected with terrorism, including drug trafficking, the illicit arms trade and money-laundering. The Team has suggested ways that the 1267 Committee might strengthen the effectiveness of the travel ban under the sanctions regime and ensure that fair and transparent procedures exist for placing individuals and entities on its list, for removing them and for granting humanitarian exceptions. The monitoring team is also working closely with the International Criminal Police Organization (INTERPOL) on improving the quantity, quality and distribution of special notices concerning people subject to sanctions, and has established links with private sector entities whose cooperation is key to effective implementation. It has gathered information from States concerning the nature of the threat posed by Al-Qaida and the Taliban, and has offered suggestions to the Council as to how the sanctions regime might maintain and increase its impact as the threat evolves.

34. The contribution of the World Bank to strengthening legal regimes has been threefold: assessing country compliance with the Forty Recommendations on Money-Laundering and Nine Special Recommendations on Terrorist Financing of the Financial Action Task Force; delivering related technical assistance to countries; and performing policy development work in this area. It has recently conducted a study on the use of new technologies for financial services looking at how to reduce the opportunities for terrorist financing. The study should give rise to further risk management methodologies.

35. Since July 2007, the Office for Disarmament Affairs has been consulting with government experts and representatives of several international organizations on the scope and feasibility of a single comprehensive database on biological incidents, as

requested in the Strategy. In April 2008, the Office started the development of the software platform for the *Biological Incident Database* to provide a secure web-based data entry tool for reporting biological incidents. This system is already available for pilot use by interested Member States.

36. The Office for Disarmament Affairs has also been working with Member States since March 2007 to update the roster of experts and laboratories and technical appendices of the guidelines and procedures, which are available to the Secretary-General for timely and efficient investigations of alleged use.

37. The *IAEA Illicit Trafficking Database* programme predates the adoption of the Strategy, but the initiative has become an important contributor to Strategy implementation. Currently, 99 Member States contribute information to and benefit from the database. As of 31 December 2007, participating States had reported or otherwise confirmed 1,340 trafficking incidents. Of those, 303 incidents involved the seizure of nuclear material or radioactive sources from persons who possessed them illegally and, in some cases, attempted to sell them or smuggle them across borders. Of particular concern were those incidents involving the unauthorized possession of highly enriched uranium and plutonium. From 1993 to 2007, 15 such incidents were reported to IAEA.

38. Combining the data from the *IAEA Illicit Trafficking Database*, INTERPOL's Project Geiger collects and analyses data on the theft of radiological materials to identify methods and trends and the vulnerability of materials to theft by terrorists for use in the manufacture of so-called "dirty bombs", conventional explosives armed with radiological materials.

39. ICAO, for its part, has developed an aviation security point of contact network for the communication of imminent threats to civil air transport operations. Eighty-three States are partners in this effort.

40. The Department of Peacekeeping Operations also plays an important role in compiling information that can assist in threat reduction and management. United Nations peacekeepers monitor violence levels, unauthorized movement of armaments and drugs, and the movement of militia groups, and also secure major communication centres. The joint mission analysis centres and joint operation centres in peacekeeping operations carry out integrated analysis of terrorist threats.

41. The third category of United Nations system support to the implementation of the second pillar of the Strategy is the provision of capacity assessments for interested Member States. The Counter-Terrorism Committee and its Counter-Terrorism Executive Directorate play a key role in this arena. The Executive Directorate, on behalf of the Committee, monitors and promotes the implementation of Security Council resolution 1373 (2001) by Member States. On the basis of reports submitted to the Committee by Member States on their implementation of resolution 1373 (2001), and information gathered from additional sources, the Executive Directorate has prepared preliminary implementation assessments for all 192 Member States and a global survey that assesses the status of implementation of the resolution by all Member States. Since September 2006, the Executive Directorate has conducted 19 visits to Member States to monitor and promote their implementation of resolution 1373 (2001) and resolution 1624 (2005). During those visits, various members of the Counter-Terrorism Implementation Task Force took part in and contributed to its outcome report. In addition, the Counter-Terrorism

Executive Directorate, the 1267 Committee Monitoring Team, and the expert group of the Security Council Committee established pursuant to resolution 1540 (2004) have worked together to enhance the capacities of Member States in understanding the requirements for effectively implementing the various Security Council resolutions related to terrorism.

42. Human rights are increasingly looked at by the Executive Directorate and the Counter-Terrorism Committee in their reviews. The Office of the High Commissioner for Human Rights (OHCHR) and the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism have made proposals on strengthening their practical linkages with the Committee and its Executive Directorate, including through joint country visits.

43. In other areas of assessment, the ICAO Universal Security Audit Programme initiated in January 2008 a new six-year cycle of ICAO aviation security audits focusing on States' aviation security oversight capabilities. Follow-up visits to audited States are demonstrating a markedly increased level of implementation of the ICAO security standards.

44. The United Nations Interregional Criminal and Justice Research Institute (UNICRI) has conducted a risk assessment of illicit trafficking of chemical, biological, radiological or nuclear materials and weapons in the Euro-Asian region, collecting and analysing data from 25 countries. On the basis of the assessment, UNICRI, in cooperation with the European Commission and the technical support of the European Police Office, IAEA, the Organization for the Prohibition of Chemical Weapons, the Southeast European Cooperative Initiative Regional Centre for Combating Trans-border Crime and the World Customs Organization, has developed a pilot knowledge management system in South-East Europe and the Caucasus region. The aim of the system is to improve information exchange among countries and develop a durable cooperation legacy in the area of trafficking of chemical, biological, radiological or nuclear materials.

45. Both the International Monetary Fund (IMF) and the World Bank have focused their assessment efforts in support of the global fight against money-laundering and the financing of terrorism. Since 2004, IMF has been providing diagnostics and needs assessments, as well as assessments of money-laundering and financing of terrorism risks. The World Bank has performed worldwide nearly 400 technical assistance missions on a country or regional basis. These have been focused on developing anti-money-laundering measures and combating the financing of terrorism frameworks, building financial intelligence unit capacities, and improving oversight of the financial sector and its players.

46. In addition to work done in their individual capacities, entities are also working together through the Counter-Terrorism Implementation Task Force to support the second pillar of the Strategy through three working groups: on preventing and responding to weapons of mass destruction attacks, on tackling the financing of terrorism, and on countering the use of the Internet for terrorist purposes.

47. The working group on preventing and responding to weapons of mass destruction attacks aims to improve the assistance provided to Member States by the United Nations system and international organizations in detection, prevention and

response measures. UNICRI has, upon the request of the Task Force, started mapping and assessing all the programmes and activities currently being implemented by Task Force entities to help Member States in preventing and responding to weapons of mass destruction terrorist attacks.

48. Through its working group on tackling the financing of terrorism, the Task Force is developing a report to survey and analyse the effectiveness of the current measures in place in a number of countries to combat terrorist-financing and to identify new approaches to address this issue. The report is based on statistical analysis of reports of IMF, the World Bank and the Committee Executive Directorate, on discussions with experts and on case research. Since its establishment, the working group has convened seven round tables in Vienna and New York to explore its views and proposals with outside experts in the areas of banking, intelligence (including financial intelligence), regulation, law enforcement and criminal justice.

49. The working group on countering the use of the Internet for terrorist purposes aims to bring together stakeholders and partners to discuss the abuse and misuse of the Internet for terrorist purposes, and compile best practices for preventing the Internet from being used for radicalization that may lead to terrorism, terrorist recruitment, operational planning for terrorist activities and fundraising for terrorism. On the basis of information provided by Member States, the international technological industry, members of academia and relevant international and regional actors, the Task Force, through this working group, will map out existing legal and technical measures being used to counter terrorist use of the Internet, for a report that will be completed later this year.

IV. Measures to build State capacity to prevent and combat terrorism and to strengthen the role of the United Nations system in this regard

50. In the Strategy, Member States recognized capacity-building as the cornerstone of a global effort to counter terrorism. The Strategy calls for the international community, particularly the United Nations system, to provide technical assistance to identify gaps or vulnerabilities, to provide opportunities for information exchange and networking that could lead to inter-State cooperation and the sharing of "best practices", and to raise public awareness about the threat of terrorism. All Task Force members have contributed to the implementation of measures outlined in this part of the Strategy.

51. The United Nations Office on Drugs and Crime has provided technical assistance on legal and related capacity-building matters within the framework of its global project on strengthening the legal regime against terrorism. The work of the global project has contributed to increasing the number of States becoming parties to the international legal counter-terrorism instruments and the elaboration of new or revised counter-terrorism legislation. An estimated 120 ratifications or accessions were undertaken between 8 September 2006 and 31 May 2008, and an estimated 47 new or revised counter-terrorism laws were drafted by assisted countries. These gains must be reinforced, as less than 100 countries have ratified all first 12 universal legal instruments against terrorism. Overall, since its launch in January 2003, the global project has assisted more than 150 countries, trained more than

6,700 national criminal justice officials and developed a dozen technical assistance tools, including legislative databases and model legislative provisions against terrorism. Through its global programme against money-laundering, the United Nations Office on Drugs and Crime delivers technical assistance to counter the financing of terrorism to most regions of the world. Specific initiatives have been taken related to awareness-raising, training, and institution- and capacity-building, in particular the setting up of financial intelligence units.

52. The Counter-Terrorism Executive Directorate has continued to strengthen its role in facilitating technical assistance for the implementation of resolution 1373 (2001). It has identified and prioritized the technical assistance needs of over 90 Member States and referred those needs to donors. It has made available, on the Committee website, a matrix of identified assistance needs and a directory of assistance with information on donors and available assistance programmes. The website also contains a directory of approximately 264 items of reference on international best practices, codes and standards for the implementation of Security Council resolution 1373 (2001). In July 2007, the Committee Executive Directorate held an informal forum for representatives of West African Member States and potential providers. The Executive Directorate is engaged with more than 30 technical assistance providers and a number of potential new providers, and has held workshops on technical assistance facilitation.

53. As called for in the Strategy, both IAEA and the Organization for the Prohibition of Chemical Weapons have continued to help States in strengthening their capacity to prevent terrorists from accessing nuclear, chemical and radioactive materials. Their work has been supplemented by the efforts of the 1540 Committee.

54. The IAEA second Nuclear Security Plan came into operation in 2006 and will continue to run until 2009. In accordance with the Plan, IAEA has worked on the promotion of legally binding and non-binding international instruments related to nuclear security, and on assisting States in meeting their obligations under those instruments. IAEA carried out 15 nuclear security advisory missions in 2007, including International Physical Protection Advisory Service missions. The IAEA international team of experts missions have advised States regarding their adherence to and implementation of international instruments relevant to enhancing protection against nuclear terrorism. The State Systems for Nuclear Accountancy and Control Advisory Service missions have evaluated States' regulatory, legislative, administrative and technical capacities at both the national and facility levels, and assessed how the State systems for nuclear accountancy and control met obligations contained in each State's Safeguards Agreement and Additional Protocol. Radiation Safety and Security of Radioactive Sources Appraisal missions have assessed the effectiveness of States' existing national regulatory infrastructures against established international radiation safety standards, including the Code of Conduct on the Safety and Security of Radioactive Sources, guidelines, recommendations and best practices.

55. In addition, IAEA continued to provide nuclear security training to improve and expand the practical nuclear security skills of States' technical and non-technical personnel. More than 1,700 participants from 104 countries received nuclear security training in a total of 69 events held during 2007. It has cooperated with and supported programmes providing nuclear security education at Sevastopol National University of Nuclear Energy and Technology (Ukraine), the

Interdepartmental Special Training Centre in Obninsk (Russian Federation), and Naif Arab University for Security Services (Saudi Arabia).

56. To assist with the recovery, handling and conditioning of spent high activity radioactive sources, IAEA has developed a mobile hot cell that enables spent sources to be conditioned and readied for long-term storage. Conditioning operations are planned in several African States and in Latin America in 2008. The IAEA Nuclear Security Equipment Laboratory provides nuclear security technical support to States for strengthening their capabilities to detect nuclear and other radioactive material at international borders.

57. In response to new types of threats, IAEA assisted States in ensuring nuclear security at major public events, and established projects with the Governments of Brazil and China, in preparation for the 2007 Pan American Games and the 2008 Olympic Games, respectively.

58. IAEA efforts have been augmented by UNICRI, which, in addition to the Olympic Games, has been called on by numerous Member States to assist in planning security for large-scale sporting events, high-level summits and mass events. UNICRI has set up a network of countries in Europe to promote integrated research on major event security with the aim of setting up a European House of Major Events. It has also established a network of countries in Latin America to collect and transfer expertise and lessons learned in the area of technical assistance on major event security. To support these activities, UNICRI has developed a number of technical and analytical tools for national policymakers and security planners.

59. The Organization for the Prohibition of Chemical Weapons and IAEA provided technical assistance to States parties, upon request, on implementing the requirements of the Chemical Weapons Convention. Assistance of the Organization for the Prohibition of Chemical Weapons is in the form of technical-assistance visits involving direct on-site help in setting up national authorities, drafting legislative and administrative measures, promoting awareness about the requirements of the Convention, and training personnel of national authorities.

60. INTERPOL, as part of its efforts to build law enforcement capacity to prevent and respond to biological weapon attacks, conducted a series of regional workshops/train-the-trainer sessions that brought together police, health, prosecution and customs officials. In addition, the Organization developed a bioterrorism incident pre-planning and response guide.

61. The 1540 Committee concentrates on the potential risk of proliferation of weapons of mass destruction, their means of delivery and related materials, with particular reference to potential proliferation efforts for terrorist purposes. The Committee is mandated to take stock of all legislation and measures (existing and planned), and their enforcement, being taken to prevent the proliferation of weapons of mass destruction and their means of delivery. This includes preventing illicit trafficking of nuclear, chemical and biological weapons-related materials through measures such as accounting for, securing and physically protecting such materials and improving border security and export controls.

62. The 1540 Committee has significantly expanded its outreach and awareness-raising programme, which since 2006 has covered more than 100 Member States. That activity has resulted in a number of international, regional and subregional

organizations worldwide adopting specific decisions in support of the full implementation by States of Security Council resolution 1540 (2004). Resolution 1810 (2008) encourages States to use an assistance template adopted by the Committee in its clearing-house role to match requests and offers, thus improving capacity-building in critically important areas such as export and border controls.

63. Since 2006, the 1540 Committee has deepened its close practical cooperation with other subsidiary bodies of the Security Council, such as the Counter-Terrorism Committee and the 1267 Committee, in order to avoid possible duplication of efforts and to share information and analyses, as appropriate. These cooperation efforts between the three Security Council Committees were explicitly encouraged in resolution 1810 (2008). The 1540 Committee has also significantly increased its cooperation with the United Nations Office on Drugs and Crime and other relevant intergovernmental organizations and civil society.

64. ICAO, under its implementation support and development programme, continues to provide assistance to Contracting States in the development and maintenance of a viable and sustainable aviation security system. In 2007, 23 States received support to address audit deficiencies and improve their security infrastructure.

65. Through its global programme on maritime security, the International Maritime Organization has conducted 59 country needs assessment and advisory missions, 69 national and 53 regional seminars, workshops and courses resulting in approximately 6,000 persons being trained on methods for ensuring maritime security. The Organization has also conducted a number of regional initiatives, in coordination with other entities of the Counter-Terrorism Implementation Task Force entities, which address maritime terrorism in the wider context of maritime security, suppressing maritime crime and developing maritime situational awareness. IMO participates actively in country visits of the Counter-Terrorism Executive Directorate and is developing cooperative links with the 1540 Committee.

66. While capacity-building for Member States is a clear focus for the United Nations system, the system is also looking inward at its own vulnerabilities in the light of the changing threats and risks faced by the Organization. The Department of Safety and Security is engaged in coordinating the activities of the United Nations integrated security management system for the safety and security of United Nations staff, assets and operations at all United Nations duty stations around the world, taking into account various threats, including terrorism. The Secretary-General also appointed, in February of the current year, the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide, headed by Lakhdar Brahimi and composed of international experts in the field. The Panel presented its report and recommendations in June 2008.

67. In addition to direct technical assistance, the Strategy also calls on the United Nations system for indirect capacity-building through convening awareness-raising conferences and providing forums for sharing information and best practices. Many Task Force entities have engaged in this activity, in accordance with their mandates and available resources. A few examples of ongoing engagements are provided below.

68. The Department of Public Information has played an important role in awareness-raising by sharing information on the counter-terrorism work of the

United Nations with general audiences, as well as with professional audiences and stakeholders such as Member States, governmental and non-governmental organizations, media and academic institutions. It has accomplished this through the United Nations counter-terrorism website — available in all official United Nations languages and maintained by the Department of Public Information — and through the organization of briefings and lectures on counter-terrorism-related work to general and professional audiences. The Department network of field offices further facilitates outreach worldwide.

69. The Department of Public Information also works with Member States, media, educational institutions, non-governmental organizations and civil society to promote dialogue, respect, tolerance and cultural diversity. The Department has organized a series of seminars entitled "Unlearning intolerance", aimed at examining different manifestations of intolerance and discussing how they can be addressed through education and access to information. Seminars held so far have focused on issues including anti-Semitism and Islamophobia, the role of the media, the prevention of genocide and the role of political cartoons.

70. Over the past two years, the Counter-Terrorism Executive Directorate has held, in cooperation with the United Nations Office on Drugs and Crime and the teams supporting the other relevant Security Council Committees, a series of workshops aimed at engaging West, Central and Southern African Member States on the requirements of resolution 1373 (2001).

71. Task Force members have also supported the implementation of measures outlined in the third pillar of the Strategy through two working groups: on strengthening the protection of vulnerable targets and on facilitating the integrated implementation of the United Nations Global Counter-Terrorism Strategy.

72. The working group on strengthening the protection of vulnerable targets aims to establish appropriate mechanisms to facilitate both the sharing and development of best practices in this area. Mechanisms include the establishment of a "Referral Centre" at the General Secretariat of INTERPOL in Lyon, France, which will facilitate the exchange of knowledge, resources, experts, technical assistance and best practices in the area of the protection of vulnerable targets. Through the Referral Centre, INTERPOL, the Department of Safety and Security and UNICRI will also work closely together to identify gaps in existing work, best practices and emerging trends. The Referral Centre is due to be operational this summer.

73. Within this working group, UNICRI has been gathering and analysing available material on public-private partnerships in addressing terrorism, while the Department of Safety and Security has been looking at the protection of United Nations personnel operating in hostile environments.

74. The Strategy underlines the need to enhance coherence within the United Nations system in fostering international cooperation in countering terrorism and promoting all four pillars of the Strategy. Member States have noted the importance of integrated Strategy implementation by Member States and the United Nations. Through its working group on facilitating the integrated implementation of the United Nations Global Counter-Terrorism Strategy, the Task Force is developing a methodology for helping Member States, upon their request, to implement the Strategy in an integrated manner. This work has not yet started; it is anticipated, however, that Member States will be able to submit their requests directly to the

United Nations through one entry point and receive tailored assistance. This initiative does not replace or substitute the ongoing work of Task Force members, but will instead help avoid duplication of work already carried out and should maximize the efficiency and impact of assistance delivery.

75. Over the coming months, the Task Force plans to develop the executing mechanisms as required, including a demonstration version of an automated counter-terrorism assistance information exchange system, containing real-time information as provided by — and accessible to — participating Task Force members. This tool will draw on the experience gained from the Automated Donor Assistance Mechanism developed by the United Nations Office on Drugs and Crime in the context of the Paris Pact Initiative, a partnership of 55 countries and 13 international organizations to combat Afghan opiates trafficking and consumption. The working group will also set up a consultation process to facilitate interaction with assistance providers outside the Task Force.

76. The Counter-Terrorism Executive Directorate will lead a team composed of several Task Force members to assess the potential for integrated implementation in one Member State later in the year. Lessons learned from this visit and from the initial phase of activity over 12 months should enable the working group to make recommendations for how the integrated implementation initiative can be sustained and made available to all interested Member States.

V. Measures to ensure respect for human rights for all and the rule of law as the fundamental basis of the fight against terrorism

77. In the Strategy, Member States committed to adopting measures to ensure respect for human rights for all and the rule of law as the fundamental basis of the fight against terrorism. They further resolved to take measures aimed at addressing violations of human rights, and to ensure that any measures taken to counter terrorism comply with their human rights obligations. They recognized that effective counter-terrorism measures and the protection of human rights are not conflicting, but complementary and reinforcing goals.

78. The Office of the United Nations High Commissioner for Human Rights (OHCHR), the United Nations Office on Drugs and Crime, UNDP, UNICRI, the Department of Peacekeeping Operations and the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism have been particularly active in implementing the measures outlined in this fourth pillar of the strategy. In addition, the Task Force has formed a working group that also supports work under this pillar.

79. The report of the United Nations High Commissioner for Human Rights to the Human Rights Council on the promotion and protection of human rights and fundamental freedoms while countering terrorism (A/HRC/8/13) focused on recent activities and concerns arising in international cooperation while countering terrorism, particularly in the context of the implementation of the Strategy. The report focused on the need to establish specific and effective legislation designed to avoid vague or overly broad definitions of terrorism that have led to inappropriate restrictions of the legitimate exercise of rights, such as the rights of association,

expression and assembly; methods of intelligence and information-gathering that should be regulated by law and monitored as much as possible by independent agencies, and undergo appropriate judicial review; the unacceptable practices of the transfer of suspects without due process and the use of torture, cruel, inhuman and degrading treatment or punishment; the continuing erosion of the right to fair trial, which occurs when suspects of terrorist acts are denied the right to obtain a judicial review of their case; and the absence of human rights guarantees in the current international regime of targeted sanctions against individuals. The report identifies a number of practical challenges related to complying with human rights obligations in the context of counter-terrorism.

80. OHCHR is developing a number of tools on countering terrorism in full compliance with human rights standards. The tools aim at assisting practitioners; providing technical assistance to Member States, upon their request, in developing human rights-compliant counter-terrorism legislation and policies; and supporting relevant United Nations mechanisms. OHCHR is updating its publication *Digest of Jurisprudence of the United Nations and Regional Organizations on the Protection of Human Rights while Countering Terrorism*, first published in 2003. OHCHR is also cooperating with UNODC on developing counter-terrorism tools for the criminal justice system that are compatible with human rights laws.

81. In accordance with the Strategy, all counter-terrorism technical assistance activities of the United Nations Office on Drugs and Crime on legal and related capacity-building issues underline that an effective and holistic response to terrorism should be based on a strong criminal justice-based approach, guided by the normative framework provided by the universal legal regime against terrorism and embedded in respect for the rule of law and human rights. A response to terrorism based on the rule of law has been promoted through the preparation of specialized technical assistance tools, such as the forthcoming *Handbook on Criminal Justice Responses to Counter-Terrorism*, *An Introduction to International Law Aspects Related to Counter-Terrorism* and *Digest of Terrorist Cases for Practitioners*.

82. UNDP supports national human rights institutions and national human rights action plans, and has work ongoing in the area of harmonization of national laws with international norms and standards. Its engagement also includes a focus on improvements in security systems as part of the rule of law umbrella. The work focuses mainly on democratic governance aspects pertinent to security systems, such as parliamentary and civilian oversight, human rights and managerial issues of relevance to transparency and accountability of security sector institutions.

83. UNICRI has provided training on witness protection, with a specific focus on the persons who participate or who have participated in terrorist or organized criminal groups and on victims of terrorism, for public prosecutors and other relevant investigating officials from 19 Latin American countries. Training activities aim at improving skills to optimize the use of information provided by witnesses in accordance with the right of defence and to promote appropriate approaches to victims of terrorism.

84. Peacekeeping operations routinely involve re-establishment of the instruments of local and national security and public safety. The Department of Peacekeeping Operations provides assistance in reforming, restructuring and rebuilding police, judicial and corrections agencies. It also assists in legal training and the drafting of

legislation. These technical assistance initiatives routinely contribute both directly and indirectly to countering terrorism.

85. The Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism is working with many Member States, as well as with the Counter-Terrorism Committee and the Counter-Terrorism Executive Directorate to promote the protection of human rights. Through country visits, the assessment of law and practice in a number of countries, and the identification and dissemination of best practice in respecting human rights while countering terrorism, the work by the Special Rapporteur is an important complement to what is being done by other existing procedures and entities. After the establishment of the mandate in 2005, the Special Rapporteur has provided thematic analyses and recommendations in a number of important areas such as: definitions of terrorist crimes in domestic law; profiling practices while countering terrorism; current challenges to refugee law posed by counter-terrorism measures; improvement of international and national procedures for listing and delisting terrorist individuals and entities; the role of economic, social and cultural rights in countering terrorism; and the question of how to uphold the right to a fair trial while countering terrorism.

86. Entities of the Counter-Terrorism Implementation Task Force also collaborate through the working group on protecting human rights while countering terrorism to support efforts by Member States to ensure the promotion and protection of human rights in the context of counter-terrorism, including through the development and implementation of human rights-compliant legislation and policies. The working group is collecting information on existing assistance to Member States to ensure the promotion and protection of human rights in the context of counter-terrorism; contributing to the preparation of practical tools to assist Member States in protecting human rights while countering terrorism; and facilitating information exchange between Member States, civil society, human rights groups on priority human rights concerns and good practices.

VI. Recommendations for the way forward

87. Four briefings to the membership on the work of the Counter-Terrorism Implementation Task Force in connection with the Global Counter-Terrorism Strategy have taken place since 2007: one in February 2007, in New York, in conjunction with the launch of the Counter-Terrorism Online Handbook; a second in May 2007, during the Vienna Symposium on Advancing the Implementation of the Strategy; a third at the December 2007 informal meeting on the implementation of the Strategy in New York; and the fourth in May 2008, also in New York.

88. Member States have indicated an interest in greater systematization, so as to be able to provide guidance to the Task Force on its activities and to create a stronger communication channel between the Task Force and the membership. The United Nations system would welcome such an agreement, should Member States proceed to agree on this during the September review.

89. The decision regarding precisely how Member States would like to systematize their interface with the Task Force rests with the membership; however, the Secretary-General can provide advice on the basis of his knowledge of the capacity of the United Nations system to deliver in this regard. Two aspects are

pertinent. First, the contours of systematization should be commensurate with the resources to be made available by the General Assembly, both personnel and financial. Second, the processes of systematization should not constitute the lion's share of the work of the Task Force, if its important coordination and coherence function is to be maintained adequately and the Task Force constituent entities are to fulfil their existing mandates.

90. These needs could be met by a number of mechanisms. Perhaps the most straightforward one is already being discussed by the membership: systematization involving regular briefings by the Task Force to the General Assembly at which an arranged agenda would be addressed, information would be provided and guidance would be collected from the membership on the Task Force and its working groups.

91. In an effort to operate within existing resources, the Secretary-General has relied on voluntary contributions and temporary staff support. Institutionalization in the context of the implementation of the experiment of the redeployment of posts authorized by the General Assembly in paragraph 14 of its resolution 58/270 and extended through the biennium 2006-2007 in paragraph 7 of its resolution 60/246, was not possible due to difficulty in determining the staffing resources within a programme that were not needed to implement the activities for which they were approved or to implement other priority mandated activities within the same programme. Current arrangements are not sustainable, particularly given the necessary management support to the Counter-Terrorism Implementation Task Force and the increasing requests from Member States for more information exchange and interaction. Bearing in mind the statement of financial implications placed on record at the time of the adoption of General Assembly resolution 60/288, the Secretary-General will continue to seek to address staffing requirements from within existing resources.

92. Among the requests noted by the Task Force over the past year has been increased engagement between the United Nations system and global, regional and subregional organizations, and civil society on the implementation of the Strategy. Global, regional and subregional organizations and civil society provide a resource that has not been tapped by the United Nations system to its greatest advantage. Member States, through the governing bodies of these bodies, should encourage cross-regional assistance and cooperation in counter-terrorism so that global, regional and subregional bodies that have developed procedures and expertise in this area can provide assistance to those still developing related capacities. The United Nations system, through the Task Force, if staffed and resourced to do so, could provide a strategic interface with global, regional and subregional bodies and civil society on the Strategy.

VII. Conclusion

93. This report has described important steps that the United Nations system has taken towards implementing the Global Counter-Terrorism Strategy. We must not, however, let our initial successes blind us to the reality that much still remains to be done to dissuade people from resorting to terrorism, deny terrorists the means to carry out their attacks, deter States from supporting terrorism, develop State capacity to defeat terrorism, and defend human rights. Only persistent, concerted and coordinated efforts by us all will provide the basis for a unique opportunity to fully implement the United Nations Counter-Terrorism Strategy and secure a more peaceful world.

Annex

The Counter-Terrorism Implementation Task Force includes representatives of:

Counter-Terrorism Committee Executive Directorate

Department of Peacekeeping Operations

Department of Political Affairs

Department of Public Information

Department of Safety and Security

Expert staff of the Security Council Committee established pursuant to resolution 1540 (2004)

International Atomic Energy Agency

International Civil Aviation Organization

International Maritime Organization

International Monetary Fund

International Criminal Police Organization

Monitoring Team of the Security Council Committee established pursuant to resolution 1267 (1999)

Office for Disarmament Affairs

Office of the High Commissioner for Human Rights

Office of Legal Affairs

Organization for the Prohibition of Chemical Weapons

Special Rapporteur on the promotion and protection of human rights while countering terrorism

United Nations Development Programme

United Nations Educational, Scientific and Cultural Organization

United Nations Interregional Crime and Justice Research Institute

United Nations Office on Drugs and Crime

World Customs Organization

World Bank

World Health Organization

The working groups of the Counter-Terrorism Implementation Task Force include representatives of:

Working group on preventing and resolving conflicts

Department of Political Affairs (lead)

Department of Peacekeeping Operations

Executive Office of the Secretary-General

Office of the United Nations High Commissioner for Human Rights

Office of Legal Affairs

United Nations Development Programme

United Nations Educational, Scientific and Cultural Organization

United Nations Office on Drugs and Crime

Working group on addressing radicalization and extremism that lead to terrorism

Executive Office of the Secretary-General (lead)

Monitoring Team of the Security Council Committee established pursuant to resolution 1267 (1999) (lead)

United Nations Interregional Crime and Justice Research Institute (lead)

Counter-Terrorism Committee Executive Directorate

Department of Political Affairs

Department of Public Information

International Criminal Police Organization

United Nations Development Programme

United Nations Educational, Scientific and Cultural Organization

Additional Partner: Department of Economic and Social Affairs

Working group on supporting and highlighting victims of terrorism

Executive Office of the Secretary-General (lead)

Department of Public Information

International Civil Aviation Organization

Office of the High Commissioner for Human Rights

Special Rapporteur on the promotion and protection of human rights while countering terrorism

Additional Partner: United Nations Office for the Coordination of Humanitarian Affairs

Working group on preventing and responding to weapons of mass destruction attacks

International Atomic Energy Agency (lead)

Office for Disarmament Affairs (lead)

Organization for the Prohibition of Chemical Weapons (lead)

United Nations Interregional Crime and Justice Research Institute (lead)

World Health Organization (lead)

Expert staff of the Security Council Committee established pursuant to resolution 1540 (2004)

International Criminal Police Organization

United Nations Development Programme

Additional Partner: United Nations Office for the Coordination of Humanitarian Affairs

Working group on tackling the financing of terrorism

International Monetary Fund (lead)

United Nations Office on Drugs and Crime (lead)

World Bank (lead)

Counter-Terrorism Committee Executive Directorate

International Criminal Police Organization

Monitoring Team of the Security Council Committee established pursuant to resolution 1267 (1999) (lead)

Working group on countering the use of the Internet for terrorist purposes

Executive Office of the Secretary-General (lead)

Monitoring Team of the Security Council Committee established pursuant to resolution 1267 (1999) (lead)

Department of Public Information

Department of Peacekeeping Operations

Department of Safety and Security

International Criminal Police Organization

Office of the United Nations High Commissioner for Human Rights

Special Rapporteur on the promotion and protection of human rights while countering terrorism

United Nations Educational, Scientific and Cultural Organization

United Nations Interregional Crime and Justice Research Institute

United Nations Office on Drugs and Crime

Additional Partners: Department of Economic and Social Affairs, Secretariat of the Internet Governance Forum, International Telecommunication Union

Working group on facilitating the integrated implementation of the United Nations Global Counter-Terrorism Strategy

Executive Office of the Secretary-General (lead)

United Nations Office on Drugs and Crime (lead)

Counter-Terrorism Committee Executive Directorate (lead)

Counter-Terrorism Implementation Task Force member entities

Working group on strengthening the protection of vulnerable targets

Department of Safety and Security (lead)

International Criminal Police Organization (lead)

United Nations Interregional Crime and Justice Research Institute (lead)

Department of Political Affairs

Department of Peacekeeping Operations

International Civil Aviation Organization

International Maritime Organization

United Nations Development Programme

Additional Partner: United Nations Office for the Coordination of Humanitarian Affairs

Working group on protecting human rights while countering terrorism

Office of the United Nations High Commissioner for Human Rights (lead)

Counter-Terrorism Committee Executive Directorate

International Maritime Organization

Office of Legal Affairs

Special Rapporteur on the promotion and protection of human rights while countering terrorism

United Nations Interregional Crime and Justice Research Institute

United Nations Office on Drugs and Crime

World Bank

Additional Partners: International Committee of the Red Cross, United Nations Office for the Coordination of Humanitarian Affairs